

S E C R E T

21 May 1962

MEMORANDUM FOR: See Distribution

SUBJECT: CIA Support of U.S. Counterinsurgency
Operations

1. Attached hereto is a draft paper, subject as above, which conveys a concept and general doctrinal guidance for CIA support to U.S. counterinsurgency operations, sets forth CIA's role and mission in this field of operation, delineates Agency relationships to other U.S. Government Departments and Agencies in carrying them out, and proposes certain CIA actions to be taken.

2. The attached paper has been prepared as a means to firm up internal agreement on a CIA position for support of U.S. counterinsurgency operations wherever such need to be taken.

3. Your comments on it are requested, as a matter of priority, to reach this staff, no later than COB 25 May 1962.

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2 Attachments

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State Dept. review completed

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CIA SUPPORT OF U. S. COUNTER-INSURGENCY OPERATIONS

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CIA SUPPORT OF U. S. COUNTER-INSURGENCY OPERATIONS

1. Introduction

a. Purpose

(1) To provide a concept and general doctrinal guidance for the employment of CIA resources in U. S. Counter-Insurgency operations within the framework of U. S. Policy and Strategy.

(2) To delineate the CIA role and mission in support of U. S. counter-insurgency operations, and CIA's relationships to U. S. governmental agencies similarly engaged.

(3) To prescribe lines of action to be taken by CIA in support of the overall U. S. counter-insurgency effort.

b. Objective

To ensure that CIA support of U. S. counter-insurgency operations is:

(1) in consonance with U. S. doctrine, policy, objectives and strategy.

(2) appropriately integrated with the coordinated programs conducted jointly by U. S. agencies, with due consideration of the necessity to safeguard the security of sensitive operations.

c. Terms of Reference

(1) This paper is based on a draft document of the Policy Planning Staff, Department of State, entitled "General U. S. Doctrine on Counter-Insurgency (Internal Defense) Operations," dated 8 May 1962.

(2) The cited document, when approved, will provide the official U. S. policy framework within which CIA will operate in support of the total U. S. counter-insurgency effort.

(3) The concept of CIA support to U. S. counter-insurgency operations, and such general doctrinal guidance as is contained herein, is based upon established principles of intelligence, operational and support doctrine of the Agency, insofar as recitation of these principles is deemed appropriate to this paper.

2. U. S. Doctrine on Counter-Insurgency (Internal Defense) Operations (Proposed)

a. "The overall U. S. purpose in the field of counter-insurgency is to assist the transitional states to develop balanced capabilities for the total

defense of their societies against internal and external threats, this to be done with minimum demands on domestic resources required for internal development."

b. To this end there are five proposed U. S. Internal Defense Objectives which constitute the framework within which CIA counter-insurgency operations will be planned and conducted. These objectives are:

(1) U. S. Internal Defense Objective #1

"To contribute to the systematic immunization of vulnerable societies not yet seriously threatened by communist subversion."

(2) U. S. Internal Defense Objective #2

"To assist countries where insurgency is incipient (e.g., to defeat the threat by removing its political, social and economic causes before the insurgency becomes active."

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(3) U. S. Internal Defense Objective #3

"In countries where insurgency is active (South Vietnam, Laos), to assist the government under attack with military as well as non-military means, consistent with the U. S. interest as determined in each case."

(4) U. S. Internal Defense Objective #4

"To minimize the possibility of direct U. S. military involvement in internal war by maximizing indigenous capabilities of counter-ing and defeating insurgency."

(5) U. S. Internal Defense Objective #5

"To minimize the risk of escalation (without deferring to this risk) of insurgency toward conventional or nuclear war."

3. Concept of CIA Counter-Insurgency Operations

a. CIA has established responsibilities and some existing resources to support the attainment of each of these U. S. Internal Defense Objectives. In general, and toward these ends, CIA will engage in the following types of intelligence, operational and support activities:

(1) The production of basic, current, operational and national counter-insurgency intelligence, in collaboration with United States Intelligence Board (USIB) agencies, as appropriate.

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(2) The conduct of Espionage and Counterintelligence operations in accordance with the provisions of NSCID #5 and related DCIDs.

b. Intelligence Production Activities

(1) The USIB is actively considering the problem of intelligence required to support U. S. counterinsurgency operations on a country by country basis. These requirements are being reviewed against on going intelligence collection and production programs to determine the extent to which adjustments of priorities and "terms of reference" are needed for these purposes.

(2) The U. S. intelligence effort will be aligned in support of counterinsurgency operations at all levels of U. S. operational responsibility and in support of all U. S. Internal Defense Objectives.

c. Espionage and Counterintelligence Operations

(1) Espionage is the process of obtaining intelligence information through the employment of clandestine methods and techniques.

(2) Counterintelligence is the process of destroying the effectiveness of inimical foreign intelligence activities, and is undertaken to protect the security of U. S. personnel, information, operations and installations abroad, against espionage, sabotage and subversion.

(3) CIA will conduct espionage and counterintelligence operations in support of all U. S. Internal Defense Objectives in all areas vulnerable to and threatened by subversive insurgency. Specifically, CIA will:

(a) Develop, maintain and employ a durable clandestine espionage and counterintelligence capability, including the development, training and control

of unilateral agent assets as well as bi-lateral liaison operations, as appropriate, in such areas.

(b) Employ its espionage and counterintelligence capabilities in support of the U. S. counter-insurgency effort, to satisfy whenever appropriate, the intelligence requirements related thereto, and to strengthen the capability of the local government to contain, reduce and eliminate the threat of subversive insurgency.

(c) Effect penetrations of local dissident groups, communist party apparatus, military and paramilitary organizations and other local elements for espionage and counterintelligence purposes.

(d) Conduct training programs of the local intelligence and internal security service, military forces, national and local policy organizations in counterintelligence organization, operations, methods and techniques.

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b. Mission

(1) Coordinate the U. S. counter-insurgency intelligence effort.

(2) Ensure that the collection of information and production of intelligence is timely, adequate and sufficient in scope and coverage to satisfy requirements for U. S. counter-insurgency operations wherever they need to be taken.

(3) Develop, maintain and employ an effective clandestine apparatus for the conduct of espionage, counterintelligence and covert action operations, (including political, economic, propaganda, paramilitary and related support activities) in support of U. S. Internal Defense Objectives, creating and training such new assets as are required for these purposes.

25X1 (4) Employ CIA's clandestine apparatus independently, and in support of other U. S. agencies, as appropriate.

25X1 (6) Carry out CIA tasks assigned in officially approved U. S. Counter-Insurgency Country Operations Plans.

b. On the National Level

(1) The Special Group (C-I), of which the DCI is a member, will accomplish the coordination of the U. S. counter-insurgency planning and action effort for all countries certified to it as "critical countries."

(2) CIA will obtain its U. S. policy approvals for covert action operations in countries with insurgency problems other than those designated as "critical countries," in accordance with the provisions of NSC 5412/2.

c. With respect to the actual conduct of espionage, counterintelligence and covert action operations CIA relationships with other U. S. governmental departments and agencies will conform, as appropriate to the provisions of NSCID #5, NSC 5412/2 and related DCIDs.

5. Lines of Action

a. General - The following are the main lines of action in any counter-insurgency program:

(1) Assistance to friendly regimes in attacking the root causes of disaffection and dissidence that can be accomplished by political reforms initiated by the local leadership, with U. S. political advice and guidance, economic support, and a constructive propaganda effort targeted on the local population.

(2) Assistance to various internal security forces of the local government in improving internal security capabilities and measures. The objective being to discourage dissident elements from attempting insurrection, and to

Train & help organize indigenous intell analysis organization

build the capability to suppress it if it occurs. Such assistance involves the entire range of internal security forces including local and national police, counterintelligence services, border guards and conventional military forces. These forces must be trained to operate in unison and employ tactics appropriate to counter guerrilla operations.

(3) Assistance to local governments in identifying and exposing communist efforts to exploit indigenous insurgency and in taking countermeasures to neutralize and negate these efforts.

25X1 (4) Assistance to local governments in actually suppressing and destroying armed insurrection.

b. Specific - In the light of the foregoing, CIA will initiate the following lines of action as a matter of priority:

(1) Realign the collection and production effort of the U. S. intelligence community, as necessary, to provide estimates and studies which:

(a) Identify those countries which are vulnerable to insurgency, or have current insurgency problems, so that priorities can be established among countries, for planning and action.

(b) Analyze the nature and scope of the insurgency problem in each country in terms of: the root causes of dissidence or insurgency; friendly and hostile elements of the local population; disposition of local leaders to affect corrective measures to common causes of dissidence and insurgency; capability of local security forces to deter or suppress dissent groups and combat subversive insurgency; communist influence, controls, capabilities and activities in directing, supporting, and exploiting subversive insurgency.

(c) Appraise the consequences of overt U. S. action, particularly military operations, in supporting the counter-insurgency effort in each country.

(2) Conduct inventories of CIA's clandestine capabilities in each country, in terms of the local insurgency problem, and effect such redirection of effort on this problem as is feasible and practicable.

(3) Develop such additional clandestine assets as may be required to bring CIA's espionage, counterintelligence, covert action and support capabilities in line with CIA's operational requirements.

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(4) Engage in joint planning with other U. S. governmental agencies

on the [] national levels and carry out CIA tasks []

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(5) Carry out related support operations, as appropriate in the fields of training, logistics, communications, medical, security and cover.

c. Execution of Country Plans

The full scope and range of CIA support to counter-insurgency will be accomplished in concert with the execution of the country plans. It is in this medium that CIA tasks will be made specifically responsive to the requirements of a given local situation and correlated with U. S. overt actions. In this respect the decision to employ covert U. S. action must always be based on U. S. policy considerations of whether the particular policy objective can be best accomplished, or only accomplished by covert means.

d. With particular reference to U. S. Internal Defense Objectives #1 and 2, CIA support will be based upon strategy and tactics of preventative actions; e.g., covert political, economic, propaganda and other actions which are designed to contain, reduce and eliminate subversive insurgency before it reaches the stages of armed insurrection.

e. With respect to U. S. Internal Defense Objectives #3, 4, and 5, covert paramilitary action will be taken by CIA only when this is the only feasible way to accomplish these objectives.

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